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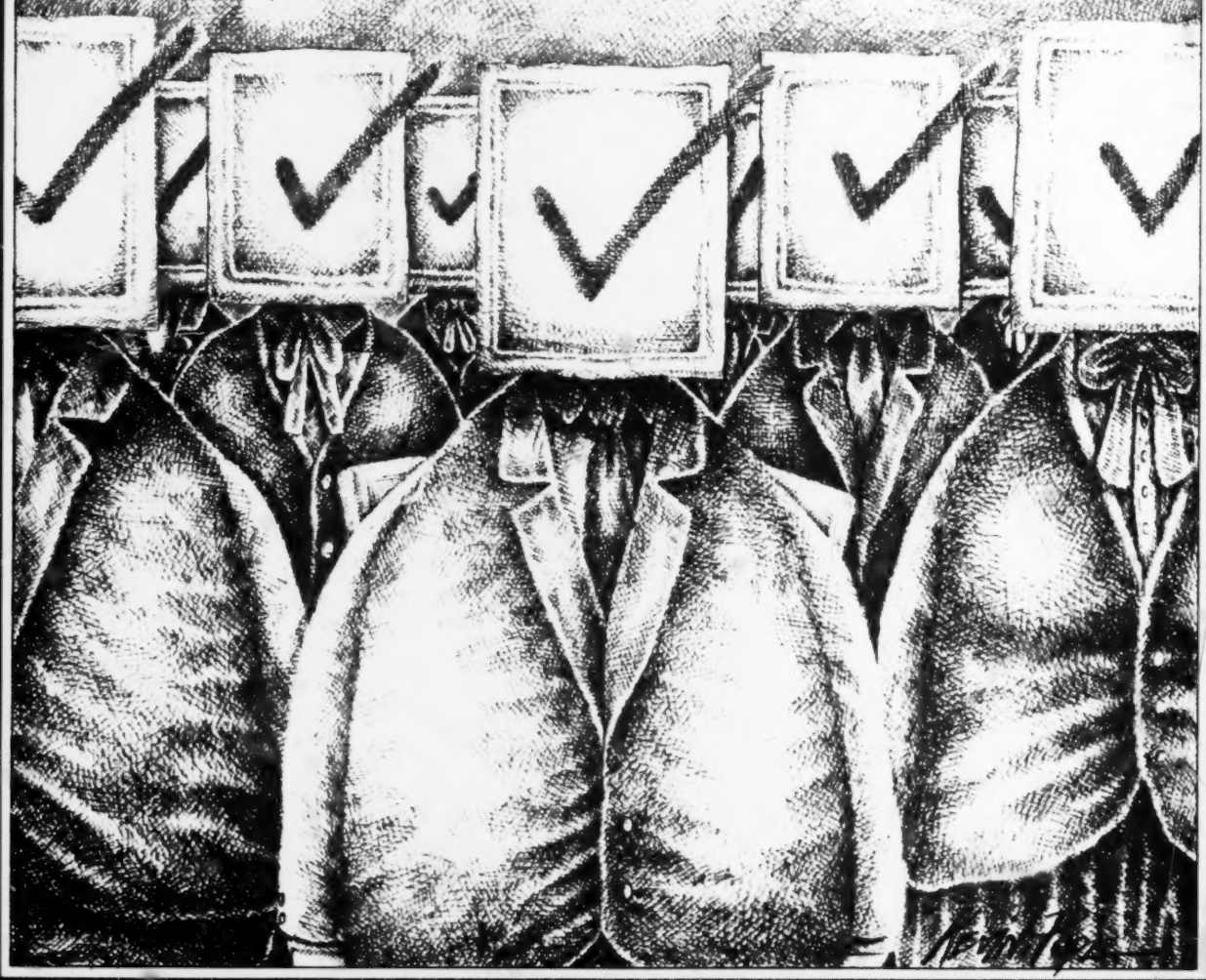
KAPPAN

A Special Issue on
Teaching Effectiveness And Teacher Education

The Gallup Poll of Teachers' Attitudes Toward the Public Schools



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KAPPAN

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The Gallup Poll Of Teachers' Attitudes Toward the Public Schools

by Alec Gallup

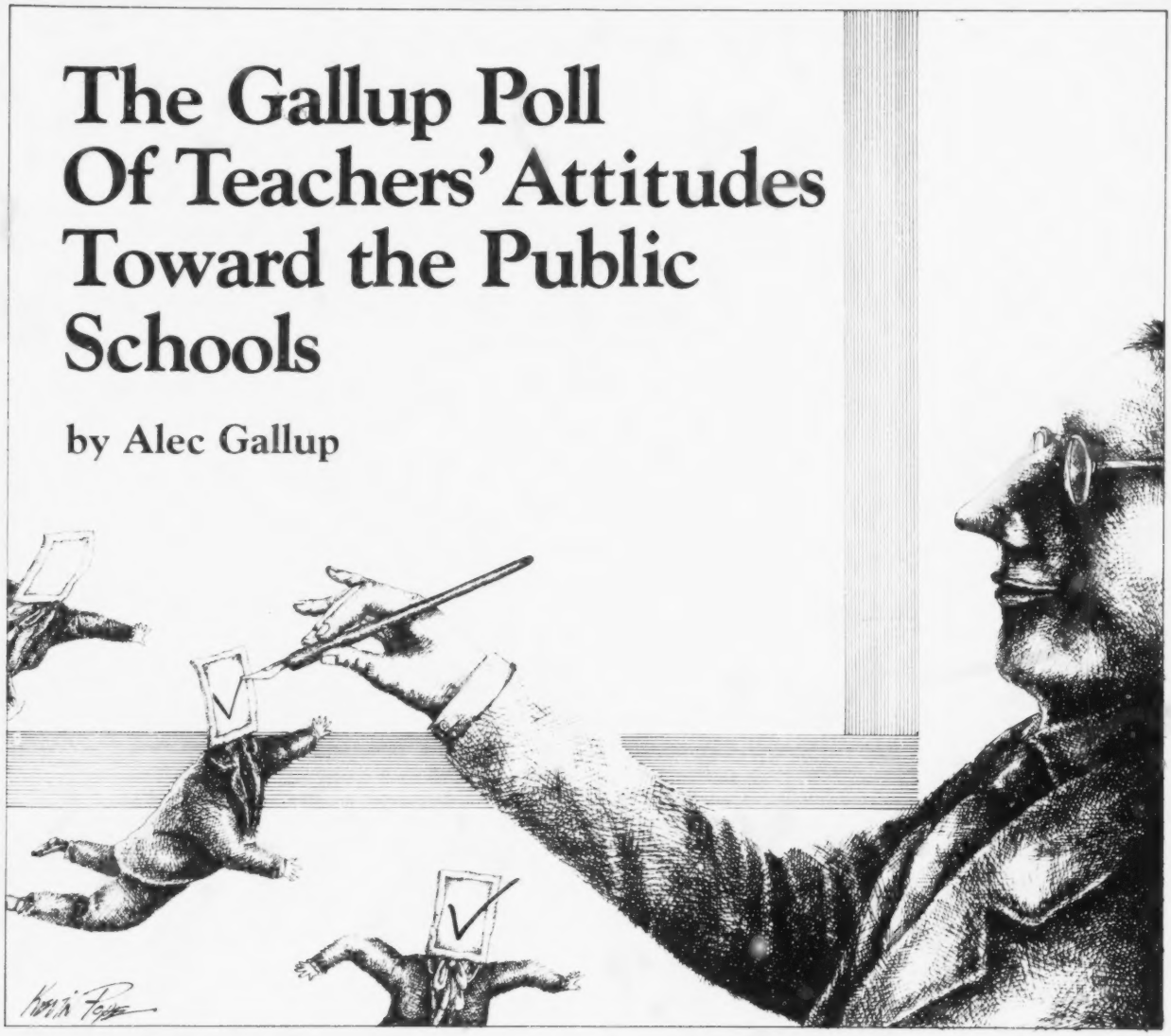


Illustration by Kevin Pope

Purpose of the Study

This is the first installment of the first Gallup/Phi Delta Kappa survey of the attitudes of U.S. teachers toward the public schools. The primary purposes of this survey were to determine teacher attitudes and to establish basepoint or benchmark measurements from which to track opinion trends in subsequent surveys. A secondary purpose was to compare teacher attitudes about key topics with the views of the general public, including parents of children enrolled in the public schools.

Just as with the other Gallup/PDK joint project — the Gallup Poll of the Public's Attitudes Toward the Public Schools — this poll is valuable in at least two important ways. First, it alerts decision makers to teachers' reactions to a variety of school programs and policies. Second, it serves as a benchmark against which local attitudes can be measured.

Local officials are welcome to use questions asked in this survey. The questions are not copyrighted. Moreover, no limits are placed on the use of information contained in this report, beyond customary credit to source and observance of the canons of accuracy and completeness of quotation.

Funding for this survey was provided by Phi Delta Kappa, Inc. To be sure that the survey would deal with the issues of greatest concern to both educators and the public, Phi Delta Kappa solicited suggestions for questions from a wide range of leaders in the field of education.

The second installment of this survey of teachers will appear in the January 1985 *Kappan*. Some of the topics to be covered in that poll will be teachers' views on the curriculum, on several of the recommendations for education of the various national commissions and task forces, on the desirability of teaching as a profession, and on the effects of teacher unions on education. — The Editors

Research Procedure

The findings of this survey come from mail interviews with a representative sample of U.S. teachers. From a list provided by Market Data Retrieval, a sample of 2,000 teachers was selected to reflect the total national population of teachers. The sample was stratified proportionately by region and by teaching level.

Questionnaires were mailed to the 2,000 teachers between 30 April and 9 May 1984. Six questionnaires were undeliverable, producing an effective mailing of

Nine teachers in 10 state that their salaries are too low. And almost nine in 10 say that low pay is the reason why teachers are leaving the profession.

1,994 questionnaires. Of these, 813 (41%) were completed and returned.

To insure that the attitudes of nonrespondents were not significantly different from those of respondents, a telephone survey was conducted with a sample of 100 teachers who had not answered the mail survey. The results of the telephone survey showed that the sample of nonrespondents to the mail survey closely paralleled the sample of respondents — both in terms of attitudes and in terms of socioeconomic and demographic characteristics.

Summary of Findings

Attitudes of American teachers are markedly uniform. Very few differences in attitudes are apparent among the nine subgroups in the teacher population by which the data were analyzed. Only in the case of elementary and high school teachers do differences in views emerge — and then only rarely.

At the same time, the attitudes of teachers and the public are frequently at odds. Of the approximately 30 issues in the two installments of this teacher poll on which the opinion of the public is also available, teachers and the public agree on one-third of the issues and disagree on two-thirds.

Grading the schools. American teachers give high marks to U.S. public schools. Asked to grade the local public schools, using the traditional grading system, two-thirds of the teachers award the local schools either an A or a B. When asked to grade the school in which they themselves teach, an even higher percentage (72%) award an A or a B.

Grading teachers, administrators, school boards, and parents. The same favorable attitude is also apparent when teachers are asked to rate other members of the teaching profession; however, teachers are less positive about the performance of administrators in the public schools and about local school boards. Almost eight teachers in 10 (78%) would award their peers an A or a B, but substantially fewer would give administrators and school board members top grades. Teachers' grades for parents fall far below those they give to teachers, administrators, and school board members. Asked to grade the job that local parents are doing in bringing up their children, only one teacher in five gives parents an A or a B.

The U.S. public rates the performance of teachers considerably lower than the teachers rate themselves; only 50% of the public gives teachers a grade of A or B. (The public gives principals and administrators about the same rating as it gives teachers.) On the other hand, the public rates school boards somewhat higher than teachers do — 41% of the public give school boards an A or a B, but only 29% of the teachers give them top grades. Thirty-three percent of the public give parents an A or a B — the lowest percentage for any group rated, but still a good deal higher than the grades assigned to parents by teachers.

Teacher compensation. A major source of teacher dissatisfaction involves what teachers perceive as poor compensation. For example, nine teachers in 10 state that their salaries are too low. And almost nine in 10 say that low pay is the reason why teachers are leaving the profession. Similarly, when asked for ways to reduce school costs, only 5% react favorably to the idea of cutting teacher salaries. The public tends to agree — but by a significantly smaller percentage — that teachers are paid too little.

Merit pay. U.S. teachers, including all major subgroups in the teacher population, oppose the idea of merit pay by a 2-1 ratio. Teachers' objections to merit pay center on two main points: 1) the difficulties in evaluation (i.e., determining who should receive merit pay) and 2) the morale problems that might be created if merit pay plans were put into effect.

At the same time, however, fully three-quarters of U.S. teachers admit that some teachers in their own schools are outstanding enough to warrant merit pay. Asked to estimate the percentage of teachers in their own schools who deserve merit pay, teachers who favor merit pay say about 33%.

If merit pay were adopted by the local schools, teachers would want fellow teachers, administrators, or educators from outside the district — rather than noneducators — to decide who should receive it. Only about one-fifth of teachers feel that either students or parents should be involved in this decision.

Similarly, teachers feel that the criteria to be used in selecting candidates for merit pay should be 1) an evaluation by educators, either teachers or administrators, and 2) an advanced degree or years of experience. A relatively small percentage of teachers feel that students' academic achievement or improvement, students' evaluations of teachers, or parents' opinions should influence the awarding of merit pay.

The views of the public provide a rather dramatic contrast to the attitudes of teachers. The public favors merit pay for teachers by a ratio of 4-1 (76% to 19%). The public also feels that the most important criterion upon which to base merit pay should be the academic achievement or improvement of students as measured by standardized tests (68%). Only 39% of teachers agree.

Attitudes concerning some recommendations of the national commissions and task forces on education. The attitudes of U.S. teachers are mixed regarding the recommendations for improving the public schools that have been made by the recent wave of national commissions and task forces on education. By wide margins, teachers favor higher salaries for teachers and state board examinations to prove teachers' knowledge of subject matter. By a somewhat smaller margin, they favor tougher college entrance requirements. Unlike teachers, the public opposes tougher admissions standards for colleges and universities.

School discipline. U.S. teachers have a much different perception of the problem of discipline in the public schools than does the public. Teachers feel that the most important problem facing local public schools —

Teachers feel that the most crucial problem facing local public schools — named by 31% of the respondents — is lack of parental support, not lack of discipline.

named by 31% of the respondents — is lack of parental support, not lack of discipline. Only about one teacher in six (16%) says that discipline is a very serious problem in the local schools.

In addition, nonacademic disciplinary problems — e.g., incomplete assignments, cheating, talking back to teachers, and truancy — are mentioned frequently by teachers as occurring "most of the time" or "fairly often." A relatively small percentage of teachers say that criminal activities — i.e., vandalizing or theft of property, use or selling of drugs or alcohol, carrying of weapons, physical attacks on students or staff — occur in their schools "most of the time" or "fairly often."

The public's perceptions of discipline in the schools differ considerably from those of teachers, however. The public has named discipline as the most important problem facing the public schools since the Gallup surveys of attitudes toward the schools began in 1969. One-third of the public in 1984 — compared to 16% of teachers — believe that disciplinary problems in the local schools are very serious. Most significant, however, the public perceives violence and criminal activities as much more prevalent in the schools than teachers do. Far larger percentages of the public than of teachers, for example, say that a variety of these kinds of problems occur "most of the time" or "fairly often."

Teachers blame disciplinary problems on outside influences — specifically, the courts, lack of respect for authority, and especially lack of discipline in the home, which is mentioned by virtually all teachers (94%). Only about one-third of the teachers feel that teachers themselves are at fault.

The public agrees, although by a smaller percentage than teachers, that the principal source of disciplinary problems is lack of discipline in the home. On the other hand, the public is more prone to blame teachers for disciplinary problems.

Testing. Teachers are divided on the value of public school testing programs. A slight majority oppose exams for grade promotion, and an even smaller majority favor exams for high school graduation. Two-thirds of those who approve of an exam for high school graduation feel that the results should be released to the public — and compared with results from other schools that serve the same racial and socioeconomic mix.

The public's view differs markedly from that of teachers on the issue of testing. Although the public approves of an exam for high school graduation by a wide 7-3 ratio, only half of those who favor the exam also favor the release of results to the public and approve of comparing the results with those of other schools.

School prayer. Elementary teachers favor voluntary school prayer by a 2-1 ratio. High school teachers are much more closely divided on this issue than are elementary school teachers. The public approves of school prayer by a wider margin, 4-1.

Politics. Asked which Presidential candidate would be more likely to improve the quality of education in the U.S., teachers name Walter Mondale by a ratio of nearly 2-1, 42% to 25%. The U.S. public also feels that Mondale would be more likely than Reagan to improve American education, but Mondale's lead over Reagan on this issue is not quite as great with the public (42% to 34%) as with teachers.

Teachers Grade the Public Schools

American teachers give high marks to the U.S. public school system. Asked to grade the public schools in their community using the traditional A-through-F grading system, two-thirds of American teachers give the schools a mark of A or B. Only 4% give the schools a D, and 1% give them a failing grade. When asked to grade the schools in which they themselves teach, the percentage of teachers who give the schools an A or a B rises to 72%.

The question:

Students are often given the grades A, B, C, D, and FAIL to denote the quality of their work. Suppose the public schools themselves, in this community, were graded in the same way. What grade would you give the public schools here? How about the public school in which you teach? What grade would you give your own school?

	Local Schools %	Your Own School %
A rating	12	21
B rating	52	51
C rating	27	20
D rating	4	4
FAIL	1	2
Don't know	4	2

Teachers Grade Teachers, Administrators, School Boards, and Parents

American teachers are even more positive about the performance of teachers than they are about the performance of the schools, with 78% awarding teachers an A or a B. However, this highly favorable attitude does not carry over to the performance of others involved in local education — principals and other administrators, local school boards, or the parents of students attending the local schools.

Only 44% of teachers feel that the job done by principals and other administrators in the local schools deserves either an A or a B. Fewer than one teacher in three (29%) would award the local school board either an A or a B, with 13% giving it a failing grade.

At the bottom of the list are the parents of local schoolchildren, who receive an A or a B for their efforts from only one teacher in five (21%). A larger percentage of teachers (31%) give parents a D or an F.

The question:

What grade would you give the teachers in the local public schools? The administrators in the local public schools? The local school board?

What grade would you give the parents of students in the local public schools for bringing up their children?

	Teachers %	Administrators %	Local School Board %	Parents %
A rating	18	10	4	2
B rating	60	34	25	19
C rating	17	34	36	45
D rating	2	15	19	24
FAIL	*	5	13	7
Don't know	3	2	3	3

Teacher Opinion vs. Public Opinion

Although the grades the public gave the schools in 1984 were the highest recorded in a decade, they were still much lower than the grades the teachers give the schools. Almost two-thirds of American teachers (64%) give the local schools an A or a B; only about four in 10 (42%) of the general population did so.

Differences between the public's and the teachers' views also show up in the grades these groups award to teachers, administrators, local school boards, and parents. Although the public grades teachers somewhat higher than it grades the local schools, only 50% of the public give teachers a grade of A or B, a substantially lower figure than the 78% of teachers who give their peers an A or a B.

Although teachers grade administrators considerably lower than they do their peers, the U.S. public rates administrators about the same as it does teachers. On the other hand, the U.S. public grades both school boards and parents higher than American teachers do. Forty-one percent of the public give the school board an A or a B; only 29% of teachers do so.

Both the public and teachers rate parents the lowest. Only one-third of the public and 21% of teachers give parents a grade of A or B.

	Local Schools	
	All Teachers %	U.S. Public %
A rating	12	10
B rating	52	32
C rating	27	35
D rating	4	11
FAIL	1	4
Don't know	4	8

Teachers Grade Teacher Education

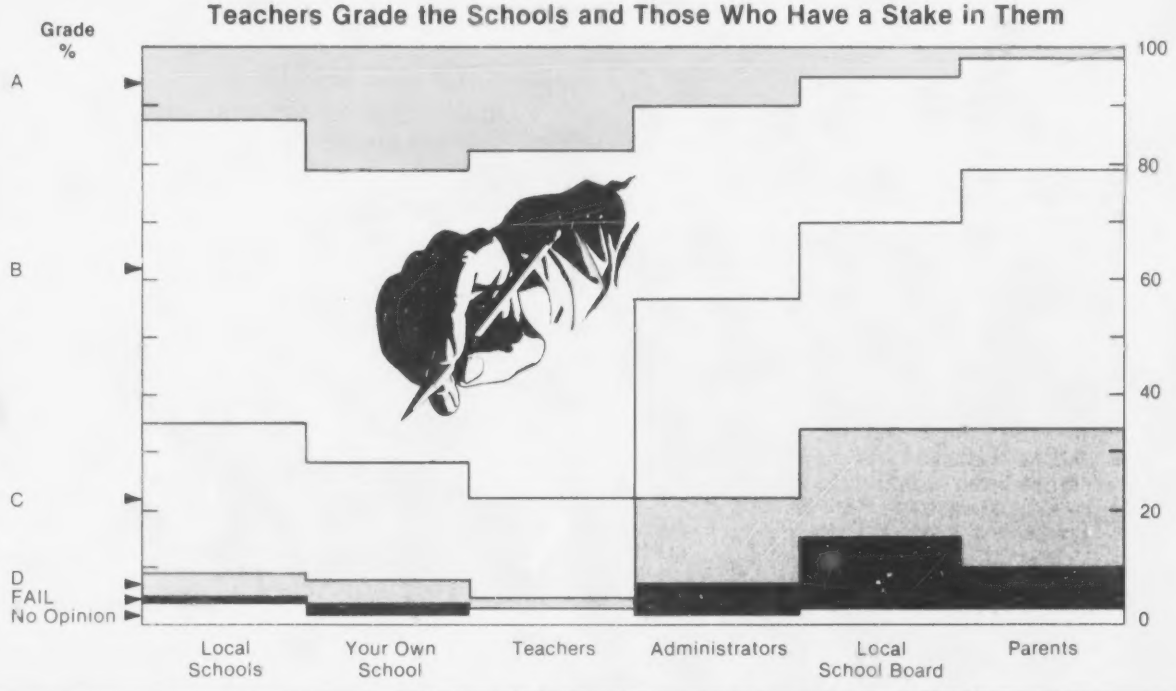
About half of U.S. teachers in every major subgroup of the teacher population would give the teacher education program they attended a grade of A or B. Collectively, 10% of teachers would award their teacher training programs a grade of D, and 6% would give their teacher training programs a failing grade.

The question:

What grade would you give the teacher education training you received?

	All Teachers %	Elementary Teachers %	High School Teachers %
A rating	14	14	14
B rating	35	37	34
C rating	33	34	31
D rating	10	8	11
FAIL	6	4	8
Don't know	2	3	2

Teachers Grade the Schools and Those Who Have a Stake in Them



Charts by Mary Miller

Presidential Candidates

Asked which Presidential candidate, Ronald Reagan or Walter Mondale, would be more likely to improve the quality of education in the U.S., American teachers name Mondale by a ratio of nearly 2-1, 42% to 25%. About one-third say that there would be no difference between the candidates or have no opinion.

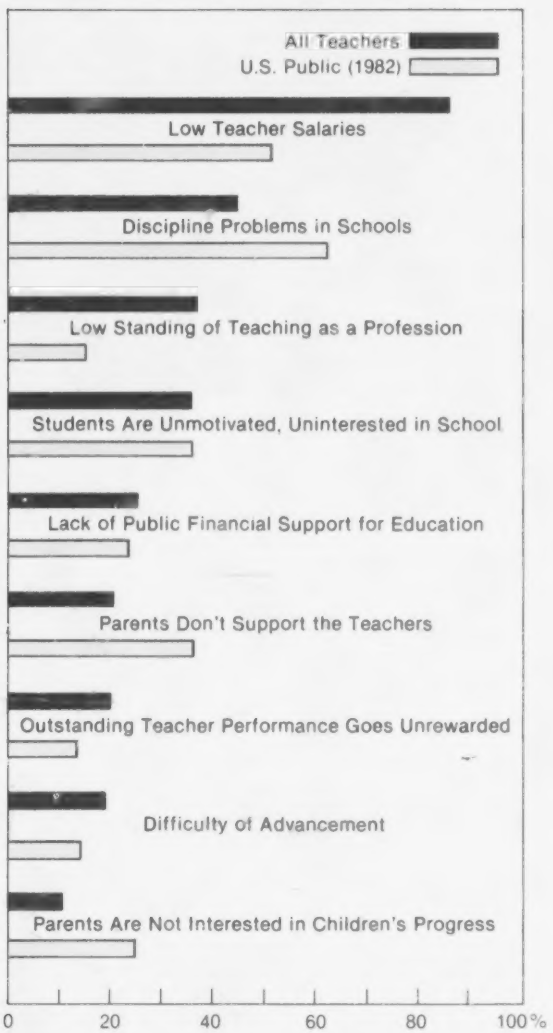
Although the American public also feels that Mondale would be more likely than Reagan to improve American education, the ratio is much smaller (42% to 34%).

The question:

Which Presidential candidate do you feel would be more likely, as President, to improve the quality of public education in the U.S. — Ronald Reagan or Walter Mondale?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Walter Mondale	42	41	44	42
Ronald Reagan	25	25	25	34
No difference/ no opinion	33	34	31	24

Reasons for Leaving Teaching



School Prayer

Elementary school teachers favor voluntary school prayer by roughly a 2-1 ratio. High school teachers are much more closely divided on the issue, favoring school prayer by 47% to 37%.

The American public approves of school prayer by a wider ratio (4-1) than teachers. At the same time, however, there has been some decline in public support for school prayer in recent years.

The question:

Do you favor or oppose a proposed Amendment to the U.S. Constitution that would allow voluntary prayer in the public schools?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Yes	52	56	47	74
No	33	30	37	19
Don't know	15	14	16	7

Attracting and Retaining Good Teachers

Slightly more than one-third of U.S. teachers (37%) report that their schools have had difficulty in attracting good teachers, and about half (48%) say that their schools have had difficulty in retaining good teachers. In both instances the percentage is higher for high school than for elementary teachers.

The question:

Does the school in which you teach have difficulty in getting good teachers?

	All Teachers %	Elementary Teachers %	High School Teachers %
Yes	37	31	45
No	57	65	48
No opinion	6	4	7

The question:

Does the school in which you teach have difficulty in *keeping* good teachers?

	All Teachers %	Elementary Teachers %	High School Teachers %
Yes	48	43	55
No	47	52	39
No opinion	5	5	6

Why Teachers Leave the Profession

Respondents were shown a card listing a number of problems that affect the teaching profession, and they were asked which three problems they feel are the main factors causing teachers to leave their jobs. Low

salaries are by far the most frequently cited, with almost nine in 10 teachers (87%) mentioning this reason.

The question:

Many public school teachers are leaving the classroom. Here are some reasons that are sometimes given. Which *three* of these do you think are the main reasons why teachers are leaving their jobs?

	All Teachers %	Elementary Teachers %	High School Teachers %
Low teacher salaries	87	85	89
Discipline problems in schools	46	49	41
Low standing of teaching as a profession	38	37	38
Students are unmotivated, uninterested in school	37	31	41
Lack of public financial support for education	26	24	28
Parents don't support the teachers	21	25	16
Outstanding teacher performance goes unrewarded	20	16	25
Difficulty of advancement	19	19	19
Parents are not interested in children's progress	11	11	11

(Figures add to more than 100% because of multiple answers.)

Teacher Opinion vs. Public Opinion

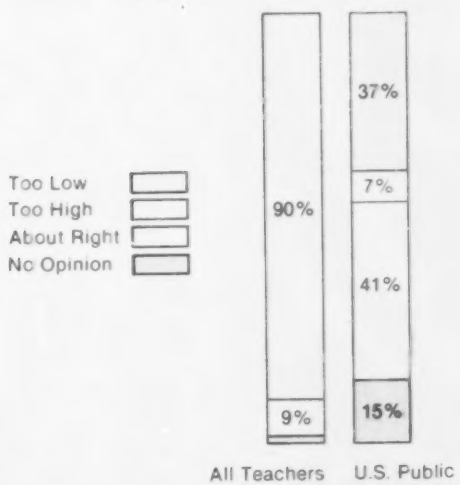
The public, surveyed in 1982, differed from the teachers as to why teachers leave the profession. Only 52% of the public mentioned low teacher salaries as one of the main reasons why teachers leave; 63% cited discipline as one of the main factors.

Paradoxically, the public was much more likely than teachers to see parents' lack of interest in their children's progress as a reason for teachers to leave the profession. Twenty-five percent of the public mentioned this reason, but only 11% of teachers do. Similarly, 37% of the public said that lack of support from parents is one of the factors causing teachers to leave the profession, whereas only 21% of teachers cite this as a reason.

Reasons for Leaving	All Teachers %	U.S. Public (1982) %
Low teacher salaries	87	52
Discipline problems in schools	46	63
Low standing of teaching as a profession	38	15
Students are unmotivated, uninterested in school	37	37
Lack of public financial support for education	26	24
Parent don't support the teachers	21	37
Outstanding teacher performance goes unrewarded	20	13
Difficulty of advancement	19	14
Parents are not interested in children's progress	11	25

(Figures add to more than 100% because of multiple answers.)

Salaries of Teachers



Teacher Compensation

Nine out of 10 teachers say that teacher salaries are too low; virtually none say that teacher salaries are too high.

The question:

Do you think salaries for teachers in this community are too high, too low, or just about right?

	All Teachers %	Elementary Teachers %	High School Teachers %
Too low	90	89	90
Too high	*	*	*
Just about right	9	10	9
No opinion	1	1	1

*Less than one-half of 1%.

Teacher Opinion vs. Public Opinion

The public is divided almost evenly on the question of whether teacher salaries are too low or about right. Forty-one percent feel that teacher salaries are just about right, and almost as many respondents (37%) say that they are too low. Very few respondents (7%) think teacher salaries are too high.

	All Teachers %	U.S. Public %
Too low	90	37
Too high	*	7
Just about right	9	41
No opinion	1	15

*Less than one-half of 1%.

Differential Pay in Subject Areas With Teacher Shortages

A number of observers have suggested that more pay be given to teachers in areas of critical national need, such as science, mathematics, and vocational/technical subjects. Three-fourths of teachers oppose such a measure. The public is more evenly divided on this

Charts by Mary Mille

issue, with 48% in favor of differential pay and 43% opposed.

The question:

Today there is a shortage of teachers in science, math, technical subjects, and vocational subjects. If your local schools needed teachers in these subjects, would you favor or oppose paying them higher wages than teachers of other subjects?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Favor	21	18	25	48
Oppose	75	80	70	43
No opinion	4	2	5	9

Merit Pay

American teachers oppose the idea of merit pay by a 2-1 ratio, 64% to 32%. This ratio is consistent across all major teacher population subgroups.

The question:

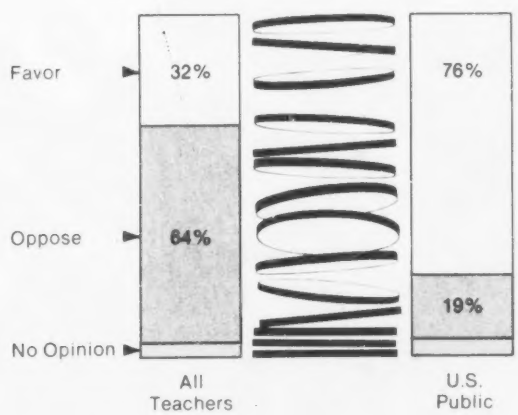
How do you, yourself, feel about the idea of merit pay for teachers? In general, do you favor or oppose it?

	All Teachers %	Elementary Teachers %	High School Teachers %
Favor	32	29	35
Oppose	64	67	62
No opinion	4	4	3

Reasons for Favoring/Opposing Merit Pay

Teachers oppose merit pay for two basic reasons: 1) the difficulty of evaluating teacher performance and 2) the morale problems that merit pay might cause.

Support for Adoption of Merit Pay For Teachers



Almost two-thirds of the teachers say that a committee of teachers should determine which teachers receive merit pay.

About one-fourth of the teacher respondents (23%) say that it would be difficult to give a *fair* evaluation of teaching. Twelve percent say that administrators could not give objective evaluations, and the same percentage say that teacher merit cannot be measured objectively at all.

About 12% of the teachers say that merit pay would create morale problems in their schools, and another 8% say that it would present political problems in the schools.

The question:

Why do you favor/oppose merit pay for teachers?

	All Teachers %	Elementary Teachers %	High School Teachers %
Oppose			
Difficult to give a fair evaluation	23	22	24
Would create problems/ morale problems	12	14	10
Administrators can't evaluate fairly	12	12	13
Political problems	8	9	7
Can't be objectively measured	12	12	12
Other	5	4	5
Favor			
Good teachers would be rewarded	25	23	27
Children would benefit	1	*	1
Other	7	6	8

(Figures add to more than 100 because of multiple answers.)
*Less than one-half of 1%.

What Percentage of Teachers Deserve Merit Pay?

Although U.S. teachers tend to oppose merit pay, three-quarters of them say that some teachers in their own schools deserve merit pay.

The question:

Aside from whether you favor or oppose merit pay, do you feel there are any teachers in the school where you teach who are sufficiently outstanding to warrant merit pay, or not?

	All Teachers %	Elementary Teachers %	High School Teachers %
Yes	76	72	81
No	16	19	11
No opinion	8	9	8

(IF FAVOR MERIT PAY) What percentage of teachers do you feel warrants merit pay?

	All Teachers %	Elementary Teachers %	High School Teachers %
Responses of Those Who Favor Merit Pay			
Under 10%	13	11	16
10% to 19%	23	22	25
20% to 29%	17	15	19
30% to 59%	23	25	20
60% to 99%	17	21	13
No answer	7	6	7
Average	33	36	30

Who Should Determine Which Teachers Receive Merit Pay?

Almost two-thirds of the U.S. teachers (63%) say that a committee of teachers should determine which teachers receive merit pay. Next most frequently mentioned as potential decision maker is the school principal (57%), followed by a committee of outside educators (42%). Only about one teacher in five wants the decision to be made by either students or parents.

The question:

Suppose that your own school were to adopt the merit pay plan. Who, in your opinion, should determine which teachers should be given merit increases?

	All Teachers %	Elementary Teachers %	High School Teachers %
Committee of teachers	63	62	65
School principal	57	60	53
Committee of outside educators	42	42	40
Students	22	18	26
Parents	19	21	17
Other	11	11	11
No one qualified	2	2	3
Don't know	3	3	4

(Figures add to more than 100% because of multiple responses.)

Teacher Opinion vs. Public Opinion

The views of the public differ dramatically from those of teachers on the issue of merit pay. The public favors merit pay for teachers by a ratio of 4-1.

Two-thirds of the public (68%) believe that academic achievement or the improvement of student performance as measured by standardized tests should be one of the criteria used to determine which teachers receive merit pay. Only 39% of the teachers agree. But 66% of the teachers feel that other teachers in the system should be involved in the evaluation of teachers for merit pay, while only 48% of the public agree.

	All Teachers %	U.S. Public %
Favor merit pay	32	76
Oppose merit pay	64	19
No opinion	4	5

	All Teachers (% favoring)	U.S. Public (% favoring)
Criteria for Awarding Merit Pay		
Administrators' evaluations	73	67
Evaluation by other teachers in the system	66	48
An advanced degree	53	66
Length of teaching experience	47	48
Academic achievement or improvement of students (as measured by standardized tests)	39	68
Students' evaluations	39	45
Parents' opinions	30	36

Major Problems Confronting The Public Schools

U.S. teachers say that the biggest problem confronting the public schools is parents' lack of interest and support (31%). The next most frequently mentioned problems — all cited by about one teacher in five — are lack of proper financial support, lack of interest or truancy on the part of pupils, and lack of discipline.

These responses are fairly consistent across all teacher population subgroups. One difference is that 35% of elementary school teachers mention parents' lack of interest, while only 26% of high school teachers mention this problem. On the other hand, 23% of high school teachers mention pupils' lack of interest or their truancy, while only 17% of elementary teachers do so.

The question:

What do you think are the biggest problems with which the public schools in this community must deal?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Parents' lack of interest/support	31	35	26	5
Lack of proper financial support	21	20	21	14
Pupils' lack of interest/truancy	20	17	23	4
Lack of discipline	19	20	18	27
Problems with administration	10	8	12	3
Poor curriculum/poor standards	7	7	7	15
Use of drugs	5	3	6	18
Low teacher salaries	5	5	5	4
Difficulty getting good teachers	4	3	4	14
Large schools/overcrowding	4	5	2	4
Teachers' lack of interest	4	5	4	5
Lack of respect for teachers/other students	4	4	4	3

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
One-parent households	4	4	4	*
Lack of public support	3	3	4	*
Communication problems	3	4	3	1
Government interference/ regulation	3	2	4	1
Integration/busing	2	2	2	6
Lack of proper facilities	2	2	3	2
School board policies	2	2	2	*
Parental involvement with school activities	2	3	2	1
Mismanagement of funds/ programs	2	3	2	2
Moral standards	2	2	2	1
Drinking/alcoholism	2	2	3	4
Lack of needed teachers	2	2	1	1
Crime/vandalism	1	*	2	3

(Figures add to more than 100% because of multiple answers.)
*Less than one-half of 1%.

How Serious Is the Discipline Problem?

Whereas about one-third of the public (34%) feel that discipline is a very serious problem in the schools, only 16% of the teachers agree. About one-third of both groups see the discipline problem as fairly serious. Nearly half of the teachers see the problem of discipline as not too serious (35%) or not at all serious (14%), but only about a quarter of the public agree with these judgments.

The question:

How serious a problem would you say discipline is in the public schools in your community — very serious, fairly serious, not too serious, or not at all serious?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Very serious	16	17	15	34
Fairly serious	33	29	36	34
Not too serious	35	38	32	22
Not at all serious	14	12	17	4
No opinion	2	4	*	6

*Less than one-half of 1%.

Perceived Incidence of School Problems

Teachers differ markedly from the general public in their judgment of which of the problems confronting the schools are most important. The comparison is especially revealing with regard to criminal activities, which the public feels occur far more frequently than teachers do.

For example, 53% of the public feel that drugs are used at school "most of the time" or "fairly often." Only 17% of teachers agree. Almost half of the public (47%) but only 13% of the teachers think that drugs are sold at school "most of the time" or "fairly often."

About one-third of the public feel that alcoholic beverages are drunk at school "most of the time" or "fairly often," that school property is stolen "most of the time" or "fairly often," and that knives, firearms, and weapons of other kinds are carried at school "most of the time" or "fairly often." Teachers report that these criminal activities take place much less frequently: drinking, 10%; theft of school property, 23%; carrying weapons, 8%. However, teachers and the public are in

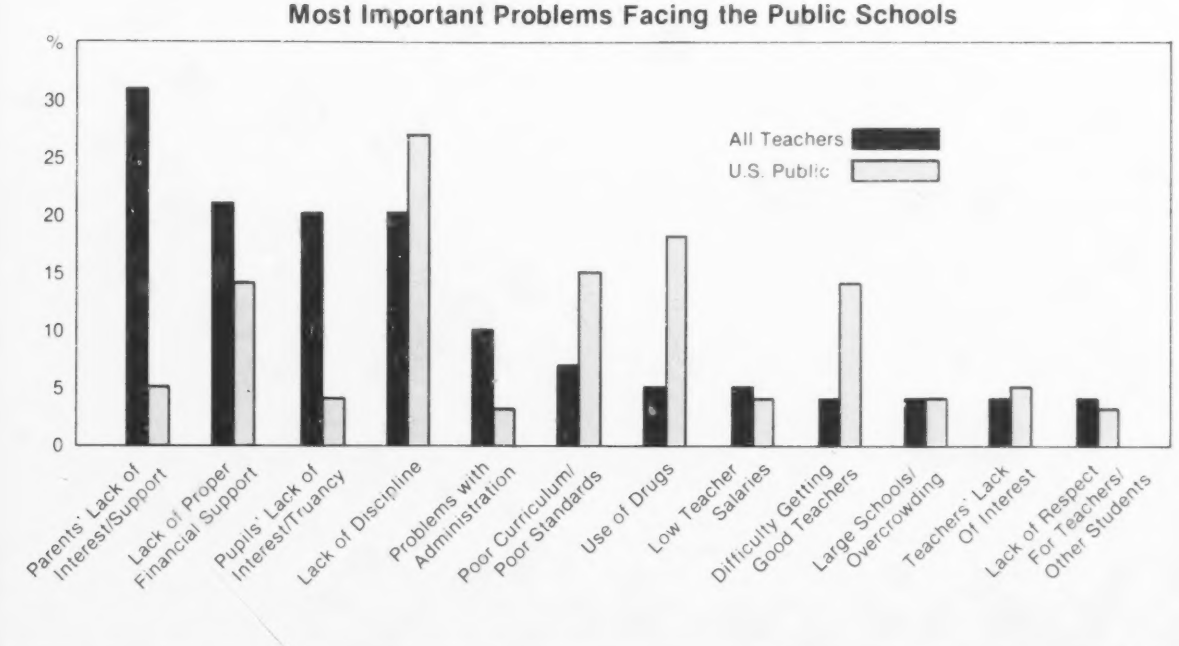


Chart by Mary Miller

closer agreement on how often such disciplinary problems as cheating, not completing homework, truancy, and so on occur.

The question:

About how often do each of the problems listed occur at the school where you teach?

	Respondents Who Say Most of the Time/Fairly Often	
	All Teachers %	U.S. Public %
Schoolwork and homework assignments not completed	76	64
Behavior that disrupts class	47	60
Truancy/being absent from school	47	53
Talking back to, disobeying teachers	43	56
Cheating on tests	40	46
Sloppy or inappropriate dress	37	47
Skipping classes	35	56
Stealing money or personal property belonging to other students, teachers, or staff	32	38
Vandalizing of school property	29	39
Theft of school property	23	34
Use of drugs at school	17	53
Selling of drugs at school	13	47
Drinking alcoholic beverages at school	10	35
Carrying of knives, firearms, or other weapons at school	8	29
Sexual activity at school	8	24
Racial fights between whites, blacks, Hispanics, or other minorities	4	22
Taking money or property by force, using weapons or threats	2	18
Physical attacks on teachers or staff	1	15

Reasons for Discipline Problems

Respondents were shown a list of potential reasons for discipline problems in the schools and asked to select those that they felt best explained why disciplinary problems exist. Teachers look outside the school for reasons to explain the disciplinary problems. For example, more than nine in ten (94%) say that lack of discipline in the home is one important reason for disciplinary problems in school, 74% cite lack of respect for law and authority throughout the society, 66% mention student troublemakers who cannot be removed from school, and 65% say that the courts have made administrators too cautious in dealing with student misbehavior.

The U.S. public tends to agree with teachers that lack of discipline in the home is the main cause of disciplinary problems in the schools. But the public mentions outside influences, including the home, less often than teachers do, and the public is much more likely to say that teachers are in part the cause of disciplinary problems — that teachers do not command respect, that teachers are not properly trained to deal with discipline problems, and that teachers fail to make classroom work interesting.

The question:

Many people say that "discipline" is one of the major problems of the public schools today. Would you please look over this list and check the reasons you think are most important to explain why there is a discipline problem?

	All Teachers %	U.S. Public (1983) %
Lack of discipline in the home	94	72
Lack of respect for law and authority throughout society	74	54
Students who are constant troublemakers often can't be removed from the school	66	42
The courts have made school administrators so cautious they don't deal severely with student misbehavior	65	41
Punishment is too lenient	50	39
Decline in teaching of good manners	48	37
One-parent families	42	26
Viewing television programs that emphasize crime and violence	39	39
Teachers themselves do not command respect	23	36
Teachers who are not properly trained to deal with discipline problems	19	42
Failure on the part of teachers to make classroom work more interesting	11	31

Support for Public School Testing

U.S. teachers are decidedly ambivalent about the merits of standardized achievement tests both for grade promotion and for graduation from high school.

Teachers are opposed to promotion from grade to grade on the basis of examinations; 43% say that they favor such tests, and 52% oppose them. They are more evenly divided on the question of a nationwide examination for high school graduation; 48% favor such a test, while 45% oppose it. Of the 48% who favor an examination for high school graduation, two-thirds feel that the outcomes should be released to the public, and virtually all favor comparing the exam results with those of other schools serving similar clienteles.

The question of testing for grade promotion is one of the few instances in this survey in which we found significant differences of opinion between elementary and high school teachers. Elementary teachers oppose an examination for grade promotion by a ratio of almost 2 to 1, while high school teachers favor promotion on the basis of an examination score by a margin of roughly 5 to 4.

Once again, teachers' attitudes are in stark contrast to those of the general public, which has for many years supported the notion of using standardized tests both for grade-to-grade promotion and for high school graduation. In the 1984 survey of the public's attitudes toward the public schools, the general public supported both of these uses of tests by a margin of about 3 to 1.

The question:

In your opinion, should children be promoted from grade to grade only if they can pass examinations?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Yes	43	33	54	71
No	52	63	40	25
No opinion	5	4	6	4

The question:

Should all high school students in the United States be required to pass a standard nationwide examination in order to get a high school diploma?

	All Teachers %	Elementary Teachers %	High School Teachers %	U.S. Public %
Should be required	48	52	44	65
Should not be required	45	41	50	29
No opinion	7	7	6	6

Remedial Classes or Repeating a Grade

Teachers are opposed to having a student repeat a year's work if that student fails a subject. Three-quarters of the teachers (78%) favor having such a student take special remedial classes in the subject he or she failed; only 13% would prefer having the student repeat the whole year.

In 1978 the public was in virtual agreement with our 1984 sample of teachers on how to treat failing students. Four-fifths of the public would have had such students take special remedial classes rather than repeating the subjects they fail.

The question:

Should students who fail be required to take special remedial classes in the subjects they fail, or should they be required to repeat the whole year's work?

	All Teachers %	U.S. Public (1978) %
Special remedial classes	78	81
Repeat whole year's work	13	14
No opinion	9	5

Raising College Entrance Requirements

Many educators have argued that raising the entrance requirements of colleges and universities would be an effective way of inducing the public schools to raise their standards. Teachers in this survey favor this proposal by a small margin (47% to 39%).

The general public, however, does not agree. The public has always favored tougher standards at the high school level, but it rejects, by a margin of 59% to 27%, the raising of college entrance requirements.

The question:

Do you feel that four-year colleges and universities should raise their entrance requirements or not?

	All Teachers %	U.S. Public %
Should	47	27
Should not	39	59
No opinion	14	14

A State Board Examination for Teachers

Approximately two-thirds of the teacher respondents say that they would favor a state board examination to prove their knowledge in the subjects they plan to teach. The U.S. public even more strongly favors the idea of a state board examination for teachers. Eighty-nine percent of the public support the idea.

The question:

In addition to meeting college requirements for a teacher's certificate, should those who want to become teachers also be required to pass a state board examination to prove their knowledge in the subjects they will teach, before they are hired?

	All Teachers %	U.S. Public %
Yes	63	89
No	30	7
No opinion	7	4

Part 2 of the Gallup/Phi Delta Kappa Poll of Teachers' Attitudes Toward the Public Schools will appear in the January 1985 *Kappan*.

Support for State Board Examinations For Teachers

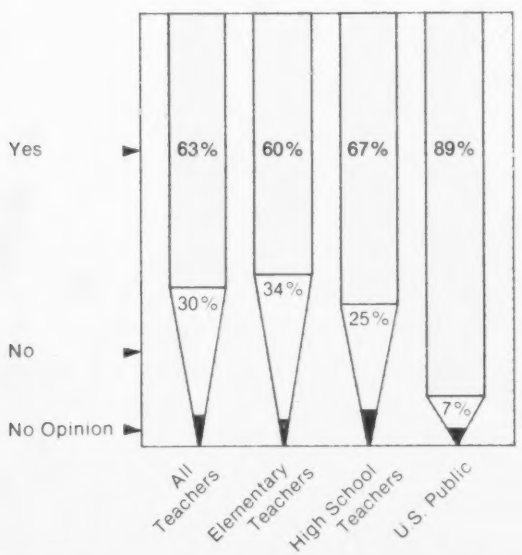


Chart by Mary Miller

Ordering This Poll

In January 1985 Phi Delta Kappa will publish a book, *The Gallup/Phi Delta Kappa Poll of Teachers' Attitudes Toward the Public Schools*, which will contain the installment in this issue of the *Kappan* and the second installment to appear in the January 1985 issue.

Phi Delta Kappa will not be filling orders for reprints of this first portion of the poll. Orders will be taken only for the book.

Watch for an announcement in the January 1985 *Kappan* giving price and information on ordering.

Better Teachers for the Year 2000: A Proposal For the Structural Reform Of Teacher Education

by David L. Clark

Teacher education has been marking time for the past quarter century, says Mr. Clark; basic reforms are needed immediately. He proposes several such reforms, including a reduction in the "current glut of teacher education programs."

TEACHER EDUCATION in the U.S. is once again under attack. In itself, that is not news. But this time the attack is so broadly based and the attackers so influential that current teacher education programs face the very real possibility of extinction.

The problems besetting teacher education have been with us for a long time, and they are not solely of our own making. They reflect matters of general policy choices in the U.S. Indeed, the negative contextual and demographic characteristics of teacher education have become so pervasive that the field has simply learned to live with them.

Whether significant reform in teacher education is possible at all will depend on our achieving a broad consensus about the reforms, a consensus that includes more than just teacher educators. In this regard, the proposal offered in 1928 by Henry Holmes of the Harvard Graduate School of Education is just as telling today as it was more than half a century ago. Holmes said:

> America has yet to be persuaded that the training of teachers is a highly significant part of the making of the nation. In requiring two years of graduate study for the degree of Master of Education we are testing the seriousness of our national faith in the schools.[1]

That faith has still not been tested. Familiarity with teacher education has bred tolerance of the intolerable. And that tolerance has sapped the energy needed to effect major reforms. I challenge readers to view the following demographic and cultural characteristics of the field as if for the first time – as if the reform of these

DAVID L. CLARK (Indiana University Chapter) is a professor of education at Indiana University, Bloomington. *An expanded version of this article will appear under the title, "Transforming the Contexture for the Professional Preparation of Teachers," in Lilian Katz and James Raths, eds.,* Advances in Teacher Education, Vol. II *(Norwood, N.J.: Ablex, forthcoming).*

Our current system is so inadequate that we must stop defending it. Its longevity is the result of an unfortunate compromise with mediocrity.

characteristics were critical to reform in teacher education.

INSTITUTIONAL PROLIFERATION

More than 70% of the four-year colleges and universities in the U.S. operate state-approved teacher training programs. A few of these programs are dreadful on all counts – liberal arts education, subject-matter major, and professional preparation. Many are substandard in one or more of these areas. This proliferation of teacher training programs dilutes the human and financial resources available to the field, impedes reform efforts that require additional funding or staff, and divorces the bulk of the training programs from the centers that produce knowledge about education.

The fact that teacher education programs exist in so many institutions of higher education does not represent a commitment to preparing excellent teachers on the part of the participating colleges. It represents instead a commitment to serving the vocational needs of their undergraduate populations. The majority of these institutions are bachelor's-degree-granting colleges caught up in teacher education because they wish to compete for students with other colleges. Their faculty members are typically not involved in the production of knowledge about education.

In response to a call for the reform of teacher education, David Imig noted not long ago that "the National Center for Education Statistics recently documented that 94% of schools of education are currently in the midst of significant change. . . . Teacher educators are deeply involved in the business of qualitative change."[2] However, qualitative reform is inimical to the interests of the modal teacher training institution in the United States. Most of these colleges have neither the funds nor the faculty to support such change. They will respond to changes in student populations and program requirements as they have responded in the past: by adhering to the minimum level required by the state for certification of teachers. In teacher education, the bulk of the small programs do not represent diversity and richness in training opportunities, as they are so often portrayed; they represent a bland and mediocre sameness that blankets the country.

The current glut of teacher education programs is inexcusable. To defend these programs as if they represented a cherished aim of the profession misses the point. Reducing the number of teacher training programs is a key to attacking weaknesses in the field.

THE UNDERGRADUATE CONNECTION

Donna Kerr struck exactly the right note when she observed, "To be understood, the content, standards, and control of teacher education must be placed within the inhospitable (sometimes hostile) environment of undergraduate education. . . . Teacher education can only be as good as its placement on the undergraduate level allows, and that is not very good."[3]

Why is the undergraduate connection so debilitating? First, it limits the time available for teacher education. There is no realistic possibility that the professional training of secondary teachers can ever be expanded. Nor should it be, since it must already compete with a program of liberal studies and/or a subject-matter major. Second, the connection to undergraduate education limits the amount of money that is spent on professional training. Undergraduate programs compete for resources within a narrow spending range. Even when teacher education manages to break even, it loses; professional training, if it is to be done well, simply must cost more than general education.

As important as any other reason for breaking the undergraduate connection is the link between program proliferation and the placement of teacher training at the undergraduate level. You cannot stop one without stopping the other. As long as teacher training is conducted at the undergraduate level, all bachelor's-degree-granting institutions will insist on their right to train teachers. If *no* teacher education can be offered at the undergraduate level, the competitive advantage in student recruitment will not govern an institution's interest in teacher education.

THE INVISIBLE INTERVENTION

There is a secret that teacher educators carefully keep from critics, reformers, and even themselves. The secret is that no functional program exists for training secondary school teachers in the U.S. There are no demonstrable differences between secondary school teachers trained in teacher training programs and those who walk in off the streets, because there are no significant differences in the undergraduate programs that the two groups pursue.

Imagine that you are an undergraduate student preparing to become a secondary school teacher in a typical teacher training program. Some time during your four-year program, you will take four courses in education – perhaps an introductory course and an educational psychology course when you are a sophomore, a general methods course when you are a junior, and a special methods course in your subject-matter major when you are a senior. Is it any wonder that the eight weeks you spent student teaching stand out in your mind as the only noteworthy part of the program? All the elements of a professional training program are missing: a concentrated period of study in your area of professional expertise, socialization to the profession through intensive work and discussion with other trainees, apprenticeship with a clinical professor committed to your success as a beginning professional, and a chance to practice the application of your professional skills in a variety of settings.

Elementary education majors receive better opportunities, but the shortcomings of their programs are still striking. The emphasis on professional education coursework is hacked out of their undergraduate programs in such a way that few of them have a major in any subject matter. They typically have limited practicum experiences, a weak mentor/trainee relationship, and no period of concentrated professional study.

There is no need to compromise among a liberal arts education, a subject-matter major, and professional education training. We can have all of these – and at a reasonable cost per trainee. *Our current system is so inadequate that we must stop defending it.* Its longevity is the result of an unfortunate compromise with mediocrity made by the academic community, the organized teaching profession, and the public.

THE QUALITY OF TRAINEES

Nothing is simpler in most teacher training programs than adjusting the entrance standards. Moreover, current demographic trends seem to indicate that such a move may be necessary.

The profession of teaching has always drawn the bulk of its recruits from the bottom third of college graduates. Between 1973 and 1982, however, the decline in the scores of intended education majors dropped more sharply on the Scholastic Aptitude Test, the American College

The charm that teacher education held earlier in this century as the common person's route to the professions has become its fatal weakness.

Testing Program test, the Graduate Record Examination, and the National Teacher Examinations than did the scores of the university population in general.[4]

Although the socioeconomic status of teaching and the conditions of the teaching workplace might never consistently attract applicants from the top third of college graduates in the U.S., the field can hardly expect to reform its ills with a talent pool of trainees who exhibit minimal academic performance. Intellectual curiosity and the attainments of scholarship are the essence of the teacher's professional life. The academic quality of teacher trainees — past and present — has been insufficient to sustain any move toward excellence in teaching. And the quality of the entry-level trainees has an impact on the talent pool from which leaders can be drawn for school districts, state education agencies, and teacher training programs.

FUNDING

Spending for teacher training is geared to the cost of general undergraduate academic programs. Kerr noted that — in a 1977-78 study of 20 universities, using an index of 1.00 to represent the cost of general undergraduate education — teacher education did not compare favorably with other undergraduate professional preparation programs. The indexes for four popular programs were: teacher education, 1.04; agriculture, 1.51; engineering, 2.07; and nursing, 2.74.

The long-standing pattern of inadequate support for undergraduate teacher training has been aggravated by the proliferation of master's-level inservice training programs. Because of state certification requirements, these programs (which were easy to package as self-contained courses and which were frequently staffed by part-time, low-cost faculty members) drew students in great numbers. Between 1955 and 1975, colleges with only minimal commitments to undergraduate teacher training found that the master's-level programs for practicing teachers were too lucrative to pass up. In most fields, undergraduate education is used by research universities to offset some of the costs of doctoral study; in teacher education, however, both bachelor's and master's programs serve this purpose.

Additional funding will not solve all the problems of teacher education. But underfunding a program that already has significant structural and demographic disadvantages makes little sense as a public policy, and the outcome has been predictably bad.

INSTITUTIONAL CLIMATE

Schools of education function within a broader college or university setting. That environment has not been congenial to the search for excellence in the professional training of teachers.

As I noted above, most of the instruction provided to undergraduate trainees is offered through the college of arts and sciences or its equivalent. Indeed, much of this instruction is in the form of so-called "service courses." This fact has led some reformers to argue for a universitywide commitment to teacher education.

But such proposals overlook the realities of the university as an organization. In the university, undergraduate teaching and professional training are both low-prestige activities, teacher training in particular is a low-prestige professional field, and service courses provided by one discipline for another are the lowest-prestige teaching activity. On the other hand, nothing is accorded higher prestige in the university community than a commitment to research and development — an area to which teacher education has maintained only a tenuous commitment.

Teacher education has earned the low reputation that it has throughout the university community. Why would an observant mathematics professor, for example, not notice that few able undergraduates seek out teacher education, that the requirements for teacher certification are low, that most of his or her good students cannot afford to become teachers, that university policy makers devote only limited resources to teacher education, and that most teacher educators produce little significant research or scholarly writing? And why, after observing all of this for years, shouldn't the mathematics professor hold both the venture and those who pursue it in low regard?

The charm that teacher education held earlier in this century as the common person's route to the professions has become its fatal weakness. It is now too easily accessible in every sense: geographically near; easy to enter; of short duration; not likely to interfere with the remainder of a student's college program; easy to complete; inexpensive; nonexclusive (it does not rule out other career options); and, until very recently, almost certain to lead to a secure and respectable professional position. These characteristics of teacher education fit together in a harmonious, but ineffective, way.

A REFORM PROPOSAL

Any reform in teacher education must begin with a change in the attitude of the reformists among professional educators. First, having rejected the option of doing away with teacher education, they must also reject any attempt to portray the present pattern of teacher education as adequate (or nearly so) or in the process of undergoing acceptable reform. Such claims are not credible and lead the profession to attempt to defend the indefensible. Second, reformists must be unrelenting advocates of a broadly conceived program of basic structural reform that will, in turn, support long-range improvement in the quality of teacher education students, faculty members, and programs. This means rejecting the argument that no *particular* reform is necessary to *comprehensive* reform. Some reforms are critical.

I can see five changes that are necessary to disrupt the dreary sameness of teacher education and that are thus critical to reform.

- Limit entrance to teacher education programs to students who hold a bachelor's degree with a subject-matter major.
- Require for certification a minimum of one academic year of concentrated preservice study and practice leading to a master's degree.
- Modify standards for state accreditation of teacher education programs to insure that institutions that train teachers can show that their programs integrate the research base on teaching with clinical practice, are staffed by producing scholars and clinical professors, and require of their students appropriate levels of intellectual achievement and excellence in teaching performance.
- Increase the level of intra-institutional funding for teacher education programs to the level of funding for comparable postgraduate training.
- Restrict admission to teacher education programs to students who have demonstrated reasonable academic proficiency in their undergraduate studies and who have exhibited a commitment to service and achievement appropriate to a professional field.

If this modest reform package could be implemented, the demography of teacher education would change sharply. Teacher education would be carried out in no more than 200 to 300 colleges and universities. The minimal conditions of professional preparation would be met. And the quali-

The problem of training good teachers will never be resolved until teaching is economically and professionally a more satisfying career.

ty of candidates and trainers would begin to improve.

Are these modest proposals sufficient? Not at all. But they are necessary. They provide only a starting point for the reform of teacher education. The problem of training good teachers will never be resolved until teaching is economically and professionally a more satisfying career. The one bright spot on the horizon for teacher educators is that they need not stand idly by and wait for the conditions of the teaching profession to improve; they themselves can begin to make changes that will improve the quality of teachers and teaching in American schools. What is required is revolutionary, but it is a gentle revolution.

CALLS FOR REFORM

National reports. All the recent national reports on the reform of education commented on teacher education. The recommendations of the various reports are an indication of how policy makers view the field and its future.

All the reports reflected dissatisfaction with teacher education programs. The authors of the reports made it abundantly clear that they did not trust teacher training institutions either to monitor the quality of the academic experiences they offer to teacher trainees or to lead the needed reform efforts in teacher education.

Almost all the reports recommended reducing the role of teacher training institutions in the preparation and certification of teachers by such means as limiting the number of professional education courses that they offer and providing alternative routes to certification. The Carnegie Report was the sole exception; it recommended a five-year program with the fifth year concentrated on professional education and field experiences.[5]

All the reports recommended raising standards for teacher education students at the point of admission, during their program of study, and at the point of certification.

All the reports paid attention to the conditions of the workplace for teachers; they advocated various systems of recognition or incentives, including salary adjustments, master teacher and career ladder programs, travel stipends, and study grants.

None of the reports recommended disengaging the federal government from education in general or from teacher education in particular. However, the reports did suggest that the necessary reform in teacher education begin at the state level with adjustments in program requirements and standards of admission and then move to the institutional level, where the changes would actually be put into effect.

Federal action. Congress has concentrated its recent efforts at reforming teacher education on the passage of a bill to support precollegiate mathematics and science education programs, including provisions for teacher recruitment and training. The Department of Education has funded a task force called the National Commission on Excellence in Teacher Education – following up on a proposal made by the American Association of Colleges for Teacher Education. The Department also supports 51 projects in state and local education agencies, universities, and other educational institutions aimed at designing incentive pay plans for teachers.

State action. The most extensive reform activity has taken place at the state level. By the end of 1983 a variety of actions had been initiated by state education agencies, state boards, special commissions and task forces, or state legislatures (see Table 1).

The contemporary climate for political action in the area of teacher education is mercurial. The action is spread out across the U.S. in state education agencies, state legislatures, and governors' offices. Disestablishment is still a low-cost response to dissatisfaction with teacher education; it would also be highly visible.

What will occur over the next several years in the various states is difficult to predict. Staff members of the National Commission on Excellence in Education predicted an explosion of activity. They noted that, by November 1983, 165 state-level task forces were at work on education reform; 42 states had reported initiatives in teacher preparation and/or certification.[6] It is conceivable that such activity could expand geometrically in the next few years.

However, it is easy to overestimate state-level activity. Translating executive and legislative aims into state-level programs is a cumbersome and uncertain task, and the danger lies in the uncertainty. Teacher training institutions are viewed with suspicion. Moreover, they are vulnerable because they lack a powerful constituency. Thus disestablishment, alternative routes to certification, and the arbitrary manipulation of standards become appealing political actions. They can be enacted and implemented by state authority; they are immediate and forceful; they cost little or nothing.

A POLITICAL ACTION PROPOSAL

The current pattern of national and state-level reforms in teacher education will leave the basic structural deficiencies

Table 1. Action in the States

Action	Number of States
Loan and scholarship provisions (including forgivable loans)	17
Competency testing for certification	
basic skills	11
academic subject	6
Other forms of higher initial certification requirements	5
Modified standards for admission to teacher education programs	13
Upgraded accreditation standards for teacher education programs	5
Summer institutes for teachers in fields of shortage (mathematics, science, etc.)	5
Other training programs for teachers in fields of shortage	4
Alternative routes to certification	4
Increased requirements for continued certification of teachers	4

Source: Susan Walton, "States' Reform Efforts Increase as Focus of Issues Shifts," *Education Week*, 7 December 1983, pp. 5,19.

Teacher education should flourish in departments of education committed to research, teaching, and the improvement of schools.

of the field intact. Reformers from the professional education community must strive to change that. They must seek to unite the gentle revolution within the profession and the zeal of many political reformers in a joint effort to make a difference. Educators should do a number of specific things immediately.

• *Jump in and support the most acceptable reform report.* The Carnegie Report was right in recommending a strengthened five-year program for teacher preparation. Building on this recommendation, teacher educators should advocate a fifth-year, master's-level requirement for *preservice* teacher education.

• *Ignore the current Administration.* Teacher education has no powerful friends in the Reagan Administration. This does not mean that we have anything to gain by behaving contentiously, but trying to cooperate with this Administration will simply divert the field from its real problems.

• *Use friends in Congress.* The House and Senate will act to prevent the total disengagement of the federal government from teacher education. At least they have shown themselves willing to consider teacher recruitment and loan and scholarship programs for those who will teach in areas of national need.

• *Form effective alliances with professional friends.* Teacher education does have friends among other groups involved in education. Some of these current and potential allies have significant bases of political support. Teacher educators should focus on informing their friends in the various associations about attempts at reform. Among the associations that are likely to be friendly to the notion of significant reform of teacher education are the National Education Association, the American Federation of Teachers, the American Association of School Administrators, the National School Boards Association, and groups with special constituencies, such as the Council for Exceptional Children and the American Vocational Association.

• *Create national reform coalitions among teacher educators.* This is no time to be timid; we must go beyond the regularly constituted associations. The American Association of Colleges for Teacher Education and the Association of Teacher Educators have internal political constraints on their activities that limit their effectiveness on some issues. Groups such as the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities and the ad hoc group of deans from "influential" universities (sometimes called the Deans' Network) that has been meeting at the Wingspread Conference Center are not similarly constrained.

• *Win one major national battle.* Teacher educators must focus on making teacher education a fifth-year (not a five-year) program. With the assistance of nationally recognized reformers and in cooperation with the Council of Chief State School Officers, the National Conference of State Legislatures, the Education Commission of the States, the National Governors' Association, and the national organizations of teachers and administrators, leaders in teacher education could make this program change *the* change of the 1980s.

A POSTSCRIPT

Throughout my analysis, I have assumed two propositions to be self-evident. First, there is and will continue to be a growing body of knowledge about teaching that, if communicated effectively to teachers, will improve their performance. And second, teacher education should flourish in departments of education committed to research, teaching, and the improvement of schools. I maintain that anyone who contests either of these propositions is merely pointing out limitations in current practice that can and will be overcome.

Teacher educators in research-oriented universities who accept these propositions must accept the special obligation to make them come true. They must take on a number of other responsibilities as well.

• They must establish with renewed vigor the link between teacher education and research on teaching and teacher effectiveness. The contention that the university is the best place to train teachers depends on the faculty members' integrating the burgeoning knowledge base about teaching into the teacher preparation program.

• They must recommit themselves to the tradition of scholarship and scholarly productivity. The charge that most bachelor's-degree-granting institutions that operate teacher education programs are divorced from the scholarly community is hollow, since many university-based schools of education are also unproductive. University professors must model the behavior that they insist is necessary by increasing the quality and quantity of their own research and integrating it as much as possible into instructional programs.

• They must extend the scope of their inquiry to include policy research and program development in teacher education. University researchers must conduct more research designed to generate policy options for teacher education (we have few now). They must predict and assess the outcomes of policy alternatives, monitor the field, and disseminate accurate and compelling information to policy makers and practitioners.

• They must develop new teacher training programs based on research. Knowledge-based innovation is an essential part of the work of the teacher education research community. This emphasis on program development will help link research on teaching to teacher education, will help generate policy alternatives for teacher education, and will help foster a tradition of scholarship in the field.

If reform-minded teacher educators insist on conducting their programs of reform within the present national context for the professional preparation of teachers, they will fail. And their failure will lead ineluctably to an apprentice-style training program for teachers, separated from the university and from the knowledge base about teaching. The current reform movements in teacher education are barely under way; they need to be pushed vigorously and quickly. We cannot afford to drag our feet. Teacher education has been marking time for the past quarter century. Basic structural reform is needed. Now.

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2. David Imig, "A Commentary," *Educational Researcher*, April 1984, p. 19. The article on which Imig was commenting was Bruce Joyce and Renee Clift, "The Phoenix Agenda: Essential Reform in Teacher Education," *Educational Researcher*, April 1984, pp. 5-18.

3. Donna Kerr, "Teaching Competence and Teacher Education in the United States," in Lee Shulman and Gary Sykes, eds., *Handbook of Teaching and Policy* (New York: Longman, 1983), p. 139.

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Teacher Recertification: A Survey of the States

by Madlyn Levine Hanes and Michael D. Rowls

By 1985 as many as 40 states will require some form of recertification for inservice teachers, say the authors. This trend suggests that conditions may never be better for cooperation between school districts and colleges of education.

RECERTIFYING teachers has become a common way of insuring that inservice teachers continue their education. Indeed, our survey of state departments of education reveals that by 1985 as many as 40 states will require some form of recertification.

Historically, recertification requirements have specified that teachers earn a specific number of graduate credits during an allotted period. Thus colleges of education have secured a rather stable clientele for their graduate courses; seekers of advanced degrees have been joined by teachers seeking recertification. Colleges of education have to some extent become intermediaries between state education agencies and teachers seeking recertification.

More recently, however, the practice of meeting recertification requirements through district-planned activities has become an increasingly common alternative. Typically, such recertification begins when a district submits a plan to the state agency for approval. Usually these plans employ a system that enables teachers to

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accumulate points toward the renewal of their certificates by participating in district-sponsored inservice training.

Twenty-nine states have such options or expect to have them by 1985. This trend reflects a profound shift away from recertification solely by coursework in colleges of education. To judge by the lack of comment that this movement has elicited, we may be witnessing the quietest of revolutions.

SOUTH CAROLINA

In the spring of 1982, the South Carolina State Board of Education officially adopted district-planned recertification, which had begun as a pilot project in Greenville, South Carolina. Prior to this time South Carolina recertification typically required teachers to complete six semester hours of college coursework every five years. Under the district recertification plan, teachers may instead accumulate 120 renewal points for participation in district staff development activities during a five-year period. The district plan for staff development must be approved by the state department of education.

When district-planned recertification was first proposed, teacher education groups and college administrators questioned the means of insuring the quality of the program. They also questioned the wisdom of entangling state-mandated staff development responsibilities in the recertification process.

But support for district-level recertification was strong, and the message to the state colleges of education was clear; traditional campus-based courses serving the broader degree program were not adequately serving the staff development needs of individual school districts. However, the district plans could certainly continue to include field-based courses and contractual arrangements between the districts and the universities. When approval of district-sponsored recertification seemed inevitable, both supporters and opponents of this approach began to speak of the benefits of cooperation and of pooling resources for the common goal of improving classroom instruction.

THE NATIONAL PICTURE

The South Carolina case was not unique. The pilot project in South Carolina was modeled on the point system for district recertification already in use in Florida. In addition, similar practices were being used in Georgia and North Carolina.

However, our search of the literature revealed little information on how widespread district-planned recertification had become. Thus we decided to study the status of district-level recertification nationwide. In the spring of 1982 we surveyed the 50 state departments of education and the colleges of education at the major universities in each state.* In all, 43 departments of education responded to our questionnaire. Data from the remaining states were obtained through telephone follow-ups and from the responses of the colleges of education. In states where legislation was pending, we conducted telephone follow-ups through the summer of 1984 (Table 1).

Of the 40 states that have or expect to have recertification requirements, most (34) will require periodic renewal of teaching licenses and will issue no lifetime licenses. Six states have periodic renewal leading to life certificates, which are increasingly linked to advanced professional training. In addition, five states report that some form of periodic renewal has been approved and should be in place by 1985.

A strong trend toward district-planned recertification is also apparent. Twenty-nine of the 40 states that will require recertification said that they will allow inservice training sponsored by school districts to meet at least some of the recertification requirements. By 1985, 18 states will allow all of their recertification requirements to be met at the district level; 11 states will allow varying proportions of their recertification requirements to be met at the district level. In two of these states, California and Texas, the proportion of recertification requirements that can be met by district-planned activities is pending. Even in states in which district-planned recertification is not tied to inservice training – including those states in which recertification is not regulated at all – local inservice training programs compete with colleges and universities for teachers who seek salary increments.

EFFECT ON COLLEGES OF EDUCATION

We surveyed 61 colleges of education at major state-supported institutions to assess the impact on the colleges of district involvement in recertification. At least one institution in each state was included; 49 colleges in 43 states responded. Our questionnaire was designed to determine the nature and extent of university involvement in inservice training, the extent to which resources outside the university are used in inservice training, and the impact of district-planned recertification on college enrollments.

Our findings from this portion of the

"The good news is you're doing an excellent job and creating a great deal of interest in the sexuality class. The bad news is you're doing an excellent job and creating a great deal of interest in the sexuality class."

*Preliminary data from our survey of the states appeared in Michael D. Rowls and Madlyn Levine Hanes, "Teacher Recertification: The Shift Toward Local Control and Governance," *Journal of Teacher Education*, July/August 1982, pp. 24-28.

Table 1. Certificate Renewal Requirements of All 50 States

	Recertification Required?	Recertification Period (In Years)	Semester Hour Recertification Requirement	Recertification via District-Planned Activities?	Recertification Solely via District-Planned Activities?	% Recertification Credit Allowed via District Activities
Alabama	yes	8-12*	6-9*	yes*	yes*	NA
Alaska	yes	5	6	yes	no	50%
Arizona	yes	6	5	no	NA	NA
Arkansas	yes	6-10*	6	no	NA	NA
California	yes	5(pending)	24(pending)	yes	no	pending
Colorado	yes	5	6	yes	no	66%
Connecticut	no	--	--	--	--	--
Delaware	no†	--	--	no†	--	--
Florida	yes	5	6	yes	yes	NA
Georgia	yes	5-10*	6	yes	yes	NA
Hawaii	no	--	--	--	--	--
Idaho	no	--	--	--	--	--
Illinois	no	--	--	--	--	--
Indiana	yes	5-10*	12-M.S.**	no	NA	NA
Iowa	yes	6-10*	6	yes	no	50%
Kansas	yes	3-5*	6-8*	yes	yes††	50%
Kentucky	yes	10	30-M.S.*	yes	no	33%
Louisiana	no	--	--	--	--	--
Maine	yes	5	6	yes	yes	NA
Maryland	yes	5-10*	6	yes	yes§	50%
Massachusetts	no	--	--	--	--	--
Michigan	yes	6	18**	no	--	--
Minnesota	yes	5	9	yes	yes	NA
Mississippi	yes	5-10*	6	yes	no	50%
Missouri	no	--	--	--	--	--
Montana	yes	5*	4*	yes	yes	NA
Nebraska	yes	3	6	no	NA	NA
Nevada	yes	5-6*	6	yes	yes	NA
New Hampshire	yes	3	3	yes	yes	NA
New Jersey	no	--	--	--	--	--
New Mexico	yes	4-10*	8	yes	no	50%
New York	no	--	--	--	--	--
North Carolina	yes	5	6	yes	yes	NA
North Dakota	yes	5	4	no	NA	NA
Ohio	yes	4-8*	6-18*	no	NA	NA
Oklahoma	yes	5	8	no	NA	NA
Oregon	yes	3-5*	9-24*	yes	yes	NA
Pennsylvania	yes	6*	24**	yes	yes	NA
Rhode Island	yes	3-5*	6-M.S.*/**	yes	no	33%-50%*
South Carolina	yes	5	6	yes	yes	NA
South Dakota	yes	5	6	yes	no	50%
Tennessee	yes	10	6	no	NA	NA
Texas	yes	3-5*	6*/**	yes	pending	pending
Utah	yes	5	6	yes	yes	NA
Vermont	yes	5	6	yes	yes	NA
Virginia	yes	5	6	yes	no	50%
Washington	yes	4**	10*	no	NA	NA
West Virginia	yes	3-5*	6	no	NA	NA
Wisconsin	pending	5	6	yes	yes	NA
Wyoming	yes	5-10*	5-10*	yes	yes	NA

NA = not applicable
*Contingent on candidate's years of successful teaching experience, certificate level, and/or highest degree attained.
**One to several renewals are allowed, leading toward permanent certificate.
†Recertification is required only after dormant period; district alternative to recertification is allowed.
††District alternative to recertification is sole option for recertification of teachers with master's degrees and beyond.
§District alternative to recertification is sole option for first renewal only.

With very few exceptions, the colleges of education reported that they play a major role in providing inservice training to teachers.

study are far less uniform than our findings from the survey of state departments of education. Although the colleges recognize the increasing involvement of local, state, and even private agencies in providing inservice training to teachers, they vary considerably in their assessment of the immediate and long-term effects of such efforts on student enrollments.

With very few exceptions, the colleges of education reported that they play a major role in providing inservice training to teachers. But that role is almost always shared with state departments of education, school districts, or even private consultants. The kinds of activities that the colleges provide range from workshops conducted by individual faculty members (the most commonly reported activity) to field-based versions of existing courses and special courses designed with a district's specific needs in mind. With the exception of actual credit-bearing courses, university and nonuniversity personnel appear to be offering similar services and meeting similar needs.

Twenty-six college respondents were from states that both require periodic recertification and allow districts to play a role in that process. Enrollments at these colleges would seem to be most vulnerable to the combined effects of the trend toward district-planned recertification; however, estimates of the present and projected enrollments at these 26 colleges do not bear this out. Two-thirds of these colleges reported minimal or no apparent declines in student enrollments; one-third estimated declines of between 25% and 50%. At the same time, the enrollment projections of these colleges were almost uniformly optimistic.

Several factors confuse the issue and make it difficult to explain this apparent discrepancy with any degree of confidence. First, recertification by districts is a relatively new practice; thus estimates of future enrollments may not take full account of its effects. Second, records of college admissions do not always make it possible to distinguish students seeking recertification from those seeking advanced degrees. Finally, and this may be most significant, districts may not be fully exercising their options under the new recertification plans.

What if the districts were to exercise their recertification options fully? What if the number of college courses that could be applied toward recertification were limited in some states and college courses were excluded entirely in others? Certainly the effect on enrollments in colleges of education would be acutely felt.

We can get some idea of the potential magnitude of the decline by considering, in some of the states where district options exist, the percentage of graduate enrollment in colleges of education that is attributable to the renewal of teaching certificates. According to the questionnaire responses, between 10% and 15% of the graduate enrollment in colleges of education at the University of Florida, the University of Alabama, Florida State University, the University of Iowa, the University of Kansas, the University of Vermont, and the University of Virginia is attributable to the renewal of teaching certificates; between 25% and 30% of enrollment in graduate education courses at Auburn University, the University of Colorado at Boulder, the University of Maine at Orono, the University of Mississippi, the University of South Carolina, the University of South Dakota, and the University of Wyoming is attributable to certificate renewal; between 40% and 50% of graduate enrollment in education courses at Georgia State University, the University of Maryland, and the University of Oregon is attributable to recertification.

FOR THE FUTURE

The move toward district-planned recertification comes at a time when state requirements for license renewal are increasing. Therefore, it is premature to predict the exclusion of colleges of education from the continuing education of teachers; there may be more than enough recertification requirements to go around. But the existence of district-planned recertification does mean that, without cooperative arrangements between the districts and the universities, the number of teachers who enroll in graduate schools of education is likely to decline to some degree.

At the same time, engaging in recertification will have drawbacks for school districts. Districts that choose to become active in the recertification of teachers must find resources for planning and implementation, for quality control and evaluation, and for record keeping. These activities are costly, but without such safeguards abuses of the system are inevitable.

Thus conditions may never again be better for cooperation between school districts and colleges of education. The colleges need a stable clientele, and offering inservice training to teachers can help provide a stable population of graduate students. The districts can make use of the experience and expertise of the college faculty members in the planning, implementation, and evaluation of their own inservice training efforts. As the states mandate more and more requirements for recertification, they too will need to become partners with the school districts and the colleges of education. Competitiveness and battles for control of the recertification process will be counterproductive. Cooperation among the colleges, districts, and state offices is a far better way to insure the quality of the teaching corps — and of the schools. □